

Hampshire Fire and Rescue Service



Health and Safety Executive Inspection May 2009 Outcomes

Action Plan

Following on from the Health and Safety Executive (HSE) Inspection of Hampshire Fire and Rescue Service in May 2009 sixteen recommendations for improvement of Health and Safety were made.

This action plan lists those recommendations and gives a description of intended actions and a timeline of implementation. The purpose of the action plan is to satisfy the requirements of the HSE in responding to their recommendations, but more importantly is a means for HFRS to incorporate these improvements into our normal activities and so gain the benefits of improved and more efficient health and safety.

This action plan will be jointly agreed with HFRS and the HSE.

Each of the recommendations has an explanation of its context, a list of actions required, target dates and who is responsible. Additionally to the actions required will be a review date to ensure that the changes made are effective in addressing the issues and reducing risk.

Implementation of the actions will be by the nominated manager responsible with overview and scrutiny by the Health and Safety Strategy and Performance Group. Progress will be reported to both the services Senior Management Team, and to the Fire Authority's Governance Committee.

See page 11 for a glossary of terms

Summary of Recommendations and Action Plan

Hampshire Fire and Rescue Service has assessed the implications of the 16 recommendations in terms of their implementation. This action plan is not about satisfying the recommendations of the HSE but is about achieving genuine improvement in health and safety performance across the organisation. Each recommendation therefore has been given implementation dates and an owner so as to be able to audit the improvements made.

Recommendation 1

The Health and Safety Policy and Service Order on risk assessment should be updated to reflect current arrangements and provide an overview of the various procedures for risk assessment.

Context: HFRS has developed its risk assessment processes over a period of time and there is not a single comprehensive document explaining their various purposes or formats. Also we are constantly evolving and the policy in place at the time of the inspection did not exactly match the actual practice.

Action(s): The Health and Safety Advisor to update the existing policies and create an over arching Risk Assessment policy drawing all of the elements together and simplifying the situation. All current risk assessment processes to be reviewed and updated

Completion date: 1st December 2009 and review December 2010

Responsible person: Health and Safety Advisor

Recommendation 2

The terms of reference of the three main health and safety committees should be reviewed and communicated to the staff involved and employee representatives.

Context: Two of the health and safety committees have been in place for some time but the third – the Health and Safety Strategy and Performance Group has only recently been created. The terms of reference for each of the three need to be updated to reflect the current situation accurately and members of each of the groups/committees needs to be aware of their role and that of others.

Action(s): Health and Safety Advisor to update and cross match Terms of Reference for each of the groups and ensure each is aware of their respective roles. A Health and Safety bulletin to the whole work force explaining this to all.

Completion date: 1st November 2009 and review May 2010

Responsible person: Health and Safety Advisor

Recommendation 3.

The Service should review the training requirements for the use of specialist appliances by Retained Duty System (RDS) fire fighters to ensure adequate training is provided to maintain competencies in these areas.

Context: HFRS employs a range of special appliances across the county based on both Whole Time and RDS stations. With general concern about maintenance of competence issues have particularly been raised about those RDS personnel who have more than one special appliance that they need to carry out training on. In some cases, for instance for the High Volume Pumping stations extra training time has been allocated however this is not universal and there is a disparity between stations with no specials and those with two or more.

Action(s):

HFRS will initiate a small working group to look into this issue and consider options and make recommendations. The working group will include representative bodies and health and safety team members. The working group will have a specific remit to consider this issue, make recommendations and oversee implementation. Recommendations will be to the Response Policy Group.

Training manager to join Service Delivery Response Policy Group (RPG).

The introduction of a combined commissioning form / time tariff process as part of Training Policy Group's (TPG) training needs analysis. This process will determine the training needs which will include a time tariff indicator ie allocated time for acquisition and continuation training in enhanced specialist vehicles, equipment or functional roles. These proposals to be progressed and used between RPG and TPG to inform this recommendation's decision making, and all future training implementation considerations when new resources are being considered by RPG.

Completion date: Working Group established October 2009. Recommendations by January 2010 and commencement of implementation by April 2010. Review of changes in April 2011

Responsible person: Area Manager Response Delivery

Recommendation 4

The Service should ensure that their Breathing Apparatus (BA) refresher training provides a standard at least equivalent to that recommended in Fire and Rescue Service Circulars (FSC) 18/2009 and 17/70.

Context: FSC 17/70 recommends 2/3 day refresher every 2 years, and until such time as the circular is reviewed this guidance remains current.

Following introduction of IPDS, refreshers were stopped and Workplace Assessment process deemed to have superseded previous FSC. All Ff's, crew managers, watch managers and station managers are assessed in BA through the Workplace Assessment process, identified as Safety Critical, and assessed at 6 monthly Heat and Smoke Sessions. Workplace Assessment Process (WPA) cycle separates BA heat & Smoke from Compartment Fire Behaviour Training (CFBT)/assessment, with differing time frames.

The Chief Fire and Rescue Advisor Sir Ken Knight advises that *CFBT and BA refresher training may be distinctly different... however CFBT could be combined... if aims and objectives for both topics are adequately identified and delivered.* Therefore, consider reduce CFBT from 3 to 2 yearly for alignment within WPA cycle, assessable with clearly identified outcomes.

Training has reviewed our current WPA against the standards identified in FSC17/70 and identified that the syllabus and frequency matches the published standards. The subjects of the syllabus are delivered across the entire WPA system (not just BA) with the minimum frequency being every 2 years. Current CFBT initial training is contained within our Initial BA course (12 day) with refresher BA courses currently programmed on a 3 yearly basis delivered at Service Headquarters.

Action(s): HFRS is reviewing its CFBT refresher strategy and has a 3 year plan to align FBT refreshers within the 2 year WPA cycle; this will require identifying sites other than Service Headquarters for delivery of CFBT and also reviewing the content of the CFBT refresher course.

Year 1:

Re-introduce instructor portfolios to identify range and frequency of training sessions delivered by each Instructor. October 2009

Review content and delivery of CFBT refresher (reduce length) and trial delivery of CFBT at a venue in the North of Hampshire (Farnborough) to better support RDS. December 2009

Restructure Instructor Workshops to include an assessment of Instructors technical skills and knowledge. April 2010

Introduce Quality Assurance Framework that includes assessment of station based Instructor Skills. April 2010

Year 2:

Roll out trial to a venue in the South East of Hampshire (Gosport) April 2011

Roll out trial to a venue in the South West of Hampshire (Fawley) June 2010

Year 3:

Reduce frequencies to 2 yearly (incorporating trial outcomes and resource availability) April 2012

Completion date. April 2012

Responsible person: Training and Development Manager

Recommendation 5

The Service should monitor closely the use of the 'rapid deployment' Breathing Apparatus A start up procedure.

Context: During training events personnel were identified as using the cut down Breathing Apparatus start up procedure (intended for Rapid Deployment only) inappropriately.

Action(s): Service Delivery Bulletin issued October 09

All trainers to re-enforce during training sessions. Develop links into new quality assurance process as below, and instructor workshops. October 2009 onwards.

Further develop audit links between operational response and training audits. Adopt common systems, terminology and currency. Incorporate in new training quality assurance process to achieve reciprocal reporting outcomes between RPG and TPG. Theme audit this issue, reporting back to RPG & TPG.

April 2010

Analyse operational occurrence and use at annual Response Training Need Analysis Sep 2010.

Completion date: April 2010

Responsible person: Training and Development Manager and Group Manager Response Support

Recommendation 6

The plan to reassess competence of 'Accredited Instructors' should be progressed according to a clear timescale.

Context: There is no current scheme to continually assess the maintenance of competence by instructors.

Action(s): Restructure Instructor Workshops to include an assessment of Instructors technical skills and knowledge. April 2010

Link individual's instructor workshop attendance and delivered outcomes to their portfolio linkages; as in Recommendation 7 by April 2010

Link into Training Quality Assurance framework, in production by April 2010

Completion date: April 2010

Responsible person: Training and Development Manager

Recommendation 7

The plan to introduce Instructor portfolios should be progressed according to a clear timescale.

Context: HFRS previously had a scheme of Instructor portfolios requiring all instructors to collect evidence to demonstrate maintenance of competence in the instructional role. This scheme was discontinued and there is no current method for guaranteeing instructors remain competent and current.

Action(s): Re-introduce instructor portfolios, and link into Additional Responsibility Allowance / Continuous Professional Development requirements through annual audit, and training QA framework. October 2009

TPG sign off draft portfolio October 2009

Amend service orders October 2009

Issue Training Bulletin October 2009

Combine as part of Quality Assurance framework process April 2010

Review effectiveness of portfolios October 2010 and April 2011

Completion date: April 2010

Responsible person: Training and Development Manager

Recommendation 8

The provision of Compartment Fire Behavioural training should be reviewed to ensure effective use is made of available training places.

Context: HFRS provides sufficient spaces on Compartment Fire Behaviour Training courses for all operational personnel to carry out this training once every three years. Unfortunately not all places are filled and this particularly applies to those offered to RDS personnel. This means courses are not run at optimum capacity and not all personnel get a CFBT opportunity within the desired timeframe.

Action(s): Review current allocations, access, and delivery models with regard to; extractions, duty systems, accessibility, with analysis of non-attendance data.

Training provisions; non-attendance policy/Service Order to be promulgated. Oct 09

Draft Training Bulletin & highlight report to SMT. October 09

Issue Training Bulletin via Routine Notice. October 09

HFRS is reviewing its CFBT refresher strategy and has a 3 year plan to align CFBT refreshers within the 2 year Workplace PA cycle; this will require identifying sites other than Service Headquarters for delivery of CFBT and also reviewing the content of the CFBT refresher course.

Year 1:

Review content and delivery of CFBT refresher (reduce length) and trial delivery of FBT at a venue in the North of Hampshire (Farnborough) to better support RDS. December 2009

Year 2:

Roll out trial to a venue in the South East of Hampshire (Gosport) April 2011

Roll out trial to a venue in the South West of Hampshire (Fawley) June 2010

Year 3:

Reduce frequencies to 2 yearly (incorporating trial outcomes and resource availability) April 2012

Completion date: April 2012

Responsible person: Training and Development Manager

Recommendation 9

There should be a mechanism for central corporate overview of all the risk assessment procedures. The revision of Policy documents in Recommendation 1 should assist in this process.

Context: This recommendation is linked with recommendation 1, because there are a number of risk assessment processes within HFRS there is a perception of insufficient corporate or central overview, and therefore perceived low levels of senior management ownership and awareness of risks. Risk assessments are completed locally and should be forwarded to the health and safety department, this process needs to be firmed up. There is a folder in the I drive shared area for these risk assessment to be placed by the health and safety department to enable service wide access, this is a new initiative and will need to be populated with sub folders for all areas of risk assessment.

Action(s): The health and safety department to evolve the shared drive folder to include all areas of risk assessment, this will be transferred to the new data area when it is commissioned. The Health and Safety department will provide all departments with an up date of the requirements for recording risk assessments and the sharing of data this will also be included in the revision of the risk assessment service order.

Completion date: February 2010 and review in July 2010

Responsible person: Health and Safety Advisor

Recommendation 10

The Project to revise the Dynamic Risk Assessment should link in with national work currently being undertaken in this area. Terminology used should reflect that in the Fire and Rescue Manual on Incident Command.

Context: HFRS has begun revising its incident ground Dynamic Risk Assessment process as we have identified that it is now several years old and there is room for improvement. Additionally the current version of the Incident Command Manual has revised terminology. The HSE has recognised that this work is already underway.

Action(s): Review and Revise Dynamic Risk Assessment process including associated Command Wallet and issue revised versions.

Completion date: April 2010 and review effectiveness of changes October 2010

Responsible person: Group Manager Community Response Support

Recommendation 11

A Health and Safety Plan should be produced to prioritise the work of the Health and Safety Department and others involved in projects to improve standards of health and safety.

Context: An overarching Health and Safety strategy plan is required to show a strategic direction for the department, and this needs to be supported by a priority driven activity plan with achievable targets. Ineffective planning has led in the past to projects overrunning or no longer being required due to changing circumstances.

The Health and Safety department currently produces an annual action plan which sets out its direction and the strategic improvements it intends to make. The team also gets involved in numerous projects with the Response team and there are therefore competing demands on time and other resources. There needs to be an overarching Health and Safety improvement plan to prioritise activities. This action plan for the HSE will form the first part of this new plan.

Action(s): The Health and Safety department will produce a 3 year strategy plan supported by an HFRS health and safety activities plan for key projects that must be completed as a measure of performance. Underneath this plan will be a more detailed action plan for activities by the health and safety department.

Completion date: April 2010 with a review in October 2010

Responsible person: Health and Safety Advisor

Recommendation 12

The Improvement Action Plan in relation to risk information should be progressed according to clear detailed timescales and procedures included for evaluation of the measures introduced.

Context: HFRS had identified an area for improvement in terms of Risk Information to incidents and had already commenced a project for improvement within this area, managed by the Community Response team. The HSE also identified this issue, acknowledging that we were already addressing it but have requested a clear timeline for this project. This will include key milestones and project outcome evaluation.

Action(s): September 2009 Firefighter redeployed from the Efficient and Flexible Crewing project for a 1 year period in order to collect Site Specific Risk Information (SSRI) from RDS station areas.
October 2009 Station Manager Risk takes up post as SSRI team leader. SSRI Team includes – Watch Manager Risk, Temporary Crew Manager Risk and Efficient and Flexible Crewing firefighter.
SSRI Service Order published

November 2009 Begin fit out of early release Mobile Data Terminal (MDT)1a, planned for two installations per day. Approximately 1000 SSRI records loaded onto installed MDT's.

Commence training of operational personnel on use of MDT1a.

Community Fire Risk Management Information System 'Operational Pages' (BETA version) trialled.

February 2010 CFRMIS 'Operational Pages' Phase 1 installed and used operationally.

March 2010 MDT1a fit out complete.

September 2010 CFRMIS 'Operational Pages' Phase 2 installed and used operationally.

October 2010 2000 SSRI records completed and available on MDT's.

October 2011 MDT2 installed

March 2012 Cut-over to Regional Control Centres

March 2018 10000 SSRI records completed and available on MDT's.

Completion date: This project will become core business and will continue to develop indefinitely in terms of the number of records held. September 2010 is the critical date in this project being established as ongoing core business.

Responsible person: Group Manager Community Response Support

Recommendation 13

The planned introduction of the new quality assurance system for Workplace Assessments (WPA) should be progressed according to clear timescales.

Context: The present system for auditing training is quantitative, there is an additional requirement to carryout a qualitative assessment of the training delivered in order to ensure its effectiveness and that resources are being used in the best possible way. This has already been identified by the Training Department who have been planning improvements to the system.

Action(s): Improve WPA audit process; combine into a new qualitative, risk managed Quality Assurance framework across training with cross-functional links and outcomes. Further develop audit links between operational response and training audits. Incorporate in new training quality assurance framework process to achieve common outcomes, systems, and terminology wherever possible.

Completion date: April 2010

Responsible person: Area Manager Training and Development

Recommendation 14

The Incident Audit form and associated guidance should be revised to meet to stated objectives of the Incident Audit Service Order.

Context: Incident Audit has been beneficial in improving service delivery and has also resulted in some procedural changes to the audit process to make it more effective. This change has not been reflected in the Incident Audit Service Order.

Action(s): Update Incident Audit Service Order. Operational audits identify and feedback into training. To be improved as per actions in Recommendation 13, and closer liaisons between Response & Training Policy Groups as actions in Recommendation 3. Further develop audit links between operational response and training audits.

Completion date: 31st October 2009 and review October 2010

Responsible person: Group Manager Response Support and Area Manager Training and Development

Recommendation 15

There should be greater analysis and discussion of safety event trends.

Context: Safety event trends have in the past been available but not discussed in detail at management levels. The recognition of trends across HFRS regionally and nationally will enable management to recognise key problem areas and plan to prevent to occurrence of safety events rather than a reactive process.

Action(s): Accident trends will be prepared monthly by the Health and Safety team and made available to all workplaces, a quarterly report will be prepared for Senior Management Team meetings and will be discussed in depth within the Health and Safety department. Response Policy Group will receive a quarterly report and an annual summary of accident and injuries and any trends. Trends data will also be a standing agenda item at all Health and Safety based meetings. These reports will be made available on the health and safety section of the HFRS website.

Completion date: October 2009 and review April 2010

Responsible person: Health and Safety Advisor

Recommendation 16

Greater use should be made of lower level debriefs, particularly in relation to early stages of incidents which may take place before the arrival of Audit Officers.

Context: The HSE recognised that HFRS has an very effective procedure for large incident Debriefs and for using the lessons learned to improve the service. However there is room for improvement at smaller incidents where an audit officer may not attend and where a formal Debrief may not be triggered. This is also true of all incidents in the early stages before officer arrival.

Action(s): HFRS has established a working group to consider the debrief process and make recommendations for improvement. Response Policy Group will make final decision and implement actions.

Completion date: Recommendations by 30th November 2009. Commencement of implementation April 2010
Review improvements October 2010

Responsible person: Area Manager Response Delivery

Glossary of Terms

ARA	Additional Responsibility Allowance
BA	Breathing Apparatus
CFBT	Compartment Fire Behaviour Training
CFRMIS	Community Fire Risk Management Information System
CM	Crew Manager
CPD	Continuous Professional Development
EFC	Efficient and Flexible Crewing project
FF	Firefighter
FSC	Fire Service Circular
HFRS	Hampshire Fire and Rescue Service
HSE	Health and Safety Executive
HSSPG	Health and Safety Strategy and Performance Group
HVP	High Volume Pump
IPDS	Integrated Personal Development System
MDT	Mobile Data Terminal
RDS	Retained Duty System (firefighters)
RPG	Response Policy Group
SD	Service Delivery
SM	Station Manager
SMT	Senior Management Team
SSRI	Site Specific Risk Information
TPG	Training Planning Group
WM	Watch Manager
WPA	Work Place Assessment
WT	Wholetime (firefighters)